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USSR Report

HUMAN RESOURCES

No. 25

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LABOR

PROBLEMS IN STAFFING NEW SIBERIAN ENTERPRISES OUTLINED

Moscow SOTSIALISTICHESKIY TRUD in Russian No 11, Nov 80 pp 71-74

[Article by V. Tumin, candidate of economic sciences, Kuzbass Polytechnical Institute]

[Text] Hundreds of enterprises, large and small, go into operation in our country every year, and it is very important to reduce to a minimum the time required for them to attain rated capacity. Our party has repeatedly turned attention to the need for the most rapid activation of production capacities and their attainment of rated output. "In capital construction," it is stated in the Main Lines of Development of the USSR National Economy in the Period 1976-1980, "the principal problem is to increase the efficiency of capital investments, to ensure a further growth and qualitative improvement of fixed capital, to activate and attain rated capacity at new production facilities as fast as possible in all sectors of the economy by improving planning, designing and the organization of the construction process, and to reduce construction time and cost."

The accelerated development of ferrous and nonferrous metallurgy, the fuel industry, the chemical industry, and the petroleum refining and petrochemical industry in Siberia has been manifested in the construction of a sizable number of large new enterprises and production operations. The highest speed in putting them into operation and attaining their rated capacity is one of the most important ways of increasing the efficiency of the region's industrial production in the future.

As practice has shown, at the present time reduction of the time required for new enterprises and production operations to attain rated capacity depends in all industries on a number of causes and to a considerable extent on furnishing and training personnel for projects near completion and on optimum employment of personnel.

We have studied the problems that arise in recruitment and training of manpower for new enterprises in the chemical, petroleum refining and petrochemical industries, which are to develop at an especially fast pace in the region.

In spite of the higher requirements which must be met in the recruitment and training of personnel for those industries, there are still definite shortcomings in this area. Many productions are staffed at a level of only 80-85 percent at the moment when they go into operation. Moreover, all the workers do not have the required level of skill. This is to be explained by oversights in planning and by shortcomings in management of the process of recruitment and training of personnel, the high personnel turnover, and regional difficulties in shaping new production collectives. As a rule enterprises do not possess scientifically sound recommendations on staffing each new production facility to be put into operation. These matters are not uncommonly dealt with in the recommendations contained in the project plan in accordance with a standard scheme for the various production operations of the industry and have little connection to their specific specialization, the complexity of their manufacturing processes, or the areas where they are located. Moreover, as practice has shown, by the time recruitment and training of personnel begins, the decisions contained in the project plan are often out of date, since 3-5 or more years have passed since they were drafted. In this case plans for recruitment and training of personnel are mostly drawn up on the basis of the experience and intuition of the managers of enterprises, which is why they are often not very sound and are not fulfilled.

In practice the production collectives of new facilities are mainly staffed by free recruitment of workers. It is not uncommon for their share to be 75-85 percent. A negligible portion of the workers come from vocational and technical schools (because of the inadequate development of the network of such schools in Siberia) and from other enterprises, including related enterprises. This indicates the predominance of random elements in the shaping of production collectives and the insufficiently purposive regulation of this process. Building staffs predominantly from "free" recruitment has an adverse effect on stability of the work force, since most of the people hired have little of the specific training required for the given production operation, and for them the selection of the enterprise is frequently determined by random factors. Such phenomena in the recruitment and training of personnel can be encountered in many regions of the country. But they are manifested more acutely in Siberia.

Another problem is reducing the turnover of personnel at new enterprises. A study of this phenomenon showed that in Siberia's leading chemical and petrochemical enterprises (the Omsk, Kemerovo, Barnaul, Krasnoyarsk and Angara--Usol'skiy industrial complexes) approximately 1.5-2-fold more workers are discharged every year than from the enterprises of Severodonetsk, Novomoskovsk, Nevinnomyssk and Rovno. The reasons for the turnover of personnel are rather well known, and there is no point in our enumerating them here. We will note only those which in our viewpoint are the main ones when a new production facility is being started up and which have a greater effect than the others on the stability of the work force. One of the reasons for the high turnover of personnel at new construction sites is the poor solution of future problems concerning the recruitment and training of personnel. People coming to work should see the future ahead of them: where they will work, with whom, what sort of remuneration they will obtain, how their skills will increase, and so on. Because this kind of clear-cut future is often lacking at new enterprises, workers make an effort to move to enterprises which have been in operation, where more attention is being paid to these matters.

Remuneration is also quite important, especially in the period before startup, when for a prolonged period the workers may be receiving wages which are approximately two-thirds of what they are at enterprises already in operation. This makes it understandable why workers tend to move from new production operations to those which have already been assimilated, where they have realistic opportunities to obtain the guaranteed wage with all sorts of bonuses and other supplements, even within 1 month from being hired.

It seems to us advisable that the level of remuneration at new production operations be somewhat higher than at those already assimilated during the period of assimilation and for several months in advance of startup, since during that period there is a considerably larger volume of work and the work is more complex than work done under stable conditions.

And finally the question of providing housing. Our party and state are doing everything possible so that people coming from other industrial centers to build new industrial projects experience the drawbacks of life at the new place to a lesser extent. Housing is being built along with the construction of industrial projects. At the same time sufficient attention is not always paid to this in every place. It seems to us that in total costs to build new projects provision must be made for a considerable increase in the share of appropriations for housing and utility construction than is now the case so that a large part of the workers being hired for new production operations have an opportunity to improve their housing conditions. Moreover, a certain portion of the housing should specifically be assigned to workers employed in putting the production facility into operation. Moreover, it would obviously be proper to give the personnel of new production operations preferences in enrollment in housing construction cooperatives as well. This will undoubtedly promote not only a reduction of personnel turnover, but also the attraction of highly skilled workers from existing production operations. This in turn will create the necessary base for enhancement of the role of centralized sources of personnel to staff the enterprise (inviting workers from other enterprises, transfers, and so on) and for a consequent reduction of the role of random factors in shaping new production collectives.

Staffing new production operations is directly related to improving the planning and management of the process of personnel recruitment and training. At the present time recommendations on personnel recruitment and training for production facilities being put into operation are usually contained in the project plans. It is therefore important to make them more sound and realistic. Calculations on meeting needs for personnel should obviously be made in project planning not according to a standard scheme for production facilities that are different in nature, as is not uncommonly the case in practice, but with respect to groups of production facilities with the same configuration. The relevant methods guidelines drafted according to the results of an analysis of personnel recruitment and training might serve as the basis for such calculations. Such guidelines for groups of production facilities in a single configuration could state the economically advisable periods of time and also the rates of recruitment and training of the personnel, their distribution by skills, and the number of workers to be transferred from related enterprises.

If recommendations contained in the project plan are to be made more realistic, an important role should go to more accurate reflection in those plans of the specific demographic features of the regions where production facilities are being located. Methods guidelines on project planning often contain only references to the need to take into account the demographic situation for the locality of projects under construction, which is manifestly insufficient.

The demographic factor could be taken into account in more detail in the very planning of the project. The recommendations in the project plan for furnishing skilled personnel for new projects will be more realistic if projected balances of labor resources in a breakdown by major economic regions, krays, oblasts, autonomous republics and their constituent administrative divisions are used in drafting them. Moreover, before the work of recruitment and training of personnel begins, project planning organizations should join with enterprises in revising the recommendations issued previously, taking into account the demographic situation that has actually come about, and they should also define the ways of meeting the need for personnel from centralized sources.

The proposed correction of methods guidelines concerning the treatment of personnel matters in project plans is becoming increasingly necessary both because of the general exacerbation of the problem of labor resources in the country and also because of the large-scale construction in these industries of production facilities which have few processing stages and large volumes of flow (in many cases 2 4-fold greater than those now in operation); the way in which they function imposes considerably more rigid requirements on the reliability of the human factor in the "man--machine" system.

The character of productive activity in the period of debugging production at new facilities also determines the higher requirements which personnel divisions at those enterprises must meet in their work, in the content of their activity and in their way of going about things. Now the functions of personnel divisions of newly activated enterprises usually come down to making up the shortage of manpower resulting from personnel turnover. Such a procedure is better suited to the interests of existing production facilities than new ones. In our view it is high time that personnel divisions adopted a different orientation in their practical activity. They must be concerned to a greater degree with shaping the work force of the new project. Their attention should be entirely concentrated on the new production facilities from the commencement of worker recruitment until rated capacity is ultimately attained. This will make it possible to take a more competent and responsible approach both to compiling plans for personnel recruitment and training and also to followup on their fulfillment. This measure is especially relevant to Siberian enterprises, whose personnel divisions are today compelled by the high rate of personnel turnover to solve a broader range of problems than enterprises in the country's European zone. Nor is it precluded that in certain cases it might be advisable to undertake a certain increase in the staff size of that service in order to make this work more purposive and effective.

Siberian enterprises have had constructive experience in shaping highly skilled production collectives engaged in bringing new facilities up to rated capacity. One such enterprise is the Kemerovo Order of the October Revolution Production Association Azot, which is the region's largest chemical complex. In recent years many productive facilities important to the country have been brought up to rated capacity in this association--as a rule in shorter periods of time than allowed by standards. For instance, the caprolactam-2 and caprolactam-3 facilities were brought to rated capacity 4 months and 5 months earlier than the allowed time, respectively, the sulfuric acid facility 2 months, and a number of shops for production of chemicals for raw and processed rubber attained rated capacity 1-2 months earlier than was planned.

To no small degree success in attaining rated capacity at projects which have been put into operation can be explained by the thoughtful and purposive work done in the recruitment and training of personnel. Existing production facilities have been the principal source of skilled personnel for new construction projects in the association. This makes it possible to staff the new facilities with highly skilled workers and specialists who have been thoroughly tested in their work. Free recruitment is regarded as a source for replenishment of the staffs of existing production facilities, where they replace those who have left the association and those who have transferred to projects which have been activated.

Improvement of the organization of work, introduction of effective systems of incentives for conscientious work, and everyday concern about workers' needs help to create a stable work force. The association sponsors a training center and vocational and technical school, and there are good opportunities for the training and retraining of workers.

A new group of production installations went into operation at the Kemerovo Azot association in the comparatively recent past. Approximately 1.5 years before they were put into operation, a detailed plan for personnel recruitment and training was adopted. In accordance with the plan recruitment of operating personnel for the new operations began approximately a year before startup. This made it possible to give the workers full training in good time and to give them practical experience at related enterprises. The staff of basic workers--administrative personnel and operators--was made up 82-87 percent of workers who transferred from operations within the association that had previously been assimilated, and this was also true of 80-92 percent of engineering and technical personnel. In order to maintain existing groups, when the situation allows workers are transferred by entire units from production operations already assimilated to the new ones. Even though there are difficulties with housing in the association, the personnel of new production facilities has still been given advantages in obtaining it. Certain other benefits have also been established.

This experience indicates that in spite of certain difficulties at production facilities being put into operation, it has been possible to shape stable collectives of highly skilled workers who have proven themselves capable of attaining rated output at the facility within the allowed period of time. In our view this experience deserves to be generalized and disseminated, since it suggests what should be done to successfully solve such an important problem to the national economy as speeding up attainment of rated output at new production facilities.

Practically all construction crews have large unused potential for speeding up the activation of projects near completion. These include the use of progressive work methods and progressive technology, a campaign against work time losses, and properly organized engineering preparation. Determined competition under the slogan "Worker Relay Race" should unify the efforts of all collectives participating in the creation of new industrial facilities.

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LABOR

ASSOCIATION REPORTS ON WORK-TEAM METHOD

Work-Team Formation Described

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVO in Russian No 11, Nov 80 pp 48-56

[Article by B. G. Usmanov, deputy chief, and N. A. Sitnikov, bureau chief, of the division for scientific organization of work and management of the association Uralelektrotyazhmash (Ural Heavy Power Machinebuilding): "Work-Team Method: Experience and Problems"]

[Text] The association did not start from scratch in developing and improving collective organizational forms of work. By the end of 1975 26 percent of the workers in basic and auxiliary production were working in teams. But the rate of development of work-team methods was low during the Ninth Five-Year Plan. It is sufficient to say that between 1971 and 1975 the number of workers in the teams increased by only 4 percent.

Under a decree of the bureau of the oblast party committee in March 1976 a decision was taken in the association to step up the introduction of work-team organizational forms of work.

The regulation on the system for introducing work-team forms defined the functions of all managers--from the general director to supervisors of shop services. It set forth in detail the sequence in which work-team forms of work were to be designed and introduced, and it established procedure for followup, recordkeeping and the writing of reports.

An organizational committee at the level of the association was created for day-to-day supervision of the project to develop the work-team system. Its members were heads of divisions, specialists, representatives of party and public organizations, shop chiefs and team leaders of progressive production teams. The deputy director for economic affairs was made the chairman of the organizational committee. In its monthly meetings the organizational committee examined progress in fulfillment of assignments for setting up new teams and improving the organization of existing ones and took operational steps to extend aid to subdivisions in this effort. The decisions of the organizational committee were binding upon management personnel and were verified by the subsystem for computerized followup on performance.

A package was made up of documents which were to guide the effort and material on methods: the regulation on the system for introduction of work-team forms of work; recommendations on methods of organizing production teams; regulation on the production team and the team leaders; standard regulation on procedure for organizing mixed teams and mixed start-to-finish teams and for distributing wages among members of the team; the standard program for conducting efforts to organize a production team; recommendations on calculation of the actual coefficient of participation of members of production teams on the basis of their labor; instruction for calculating the wages of team members in a calculating machine station, etc.

Target programs are being used at the main plant; shop officials, representatives of staff services and teachers under contract from the Ural'sk Polytechnical Institute are taking part in drafting these plans and in carrying them out as members of creative teams. Competitive reviews of progressive organizational forms of work are held annually in the association. Plant and shop councils of team leaders have been set up at plants, and the large teams have team councils. Great importance is attributed to studying the social problems that arise in collectives.

Consequently, whereas in 1977 only 239 workers were members of teams, today more than 43 percent of the association's labor force is working in the 647 teams, and this includes 1 out of every 2 blue-collar worker and 1 machine tool operator out of every 3. About 1,250 workers work in mixed teams. One production team out of every three is a start-to-finish team.

The effort to develop work-team organizational forms is broken down into two stages. In the first (during the 10th Five-Year Plan) it was planned that half of the association's labor force would be organized into teams and creation of specialized teams would mainly be completed. In the second stage (in the 11th Five-Year Plan) the plans called for increasing the number of workers working in teams up to the optimum level for our conditions and to make the transition to mixed start-to-finish teams within shifts and sections.

The transition to teams of this kind necessitates a definite organizational and technical reorganization of production so that they can be allocated the necessary manufacturing equipment, production area, and also sets of parts, assemblies and manufacturing operations. Recommendations for reorganization of production are to be prepared within the framework of the target programs. The place of each staff service of the plants has been defined accordingly, and the main directions for carrying out this effort have been indicated.

Experience has been gained in the association with setting up work-team forms in the stage of designing new sections and shops or in reconstruction of existing ones. Provision has been made in the format of organizational schemes for a specific section in which types of production teams and their occupational makeup are defined.

The organizational scheme of the main plant's shop for machine tools with digital programmed control called for organizing specialized shift teams by types of equipment and called for operators to attend more than one machine tool. As machine tools with digital programmed control are mastered, and the workers making up the teams of operators become more skilled, plans call for including setupmen as well. At the present time there are four mixed teams headed by setupmen operating in the shop. Each member of the team attends at least two machine tools.

Experience in introducing work-team forms as set forth in organizational schemes shows that this is the most effective method. As a rule the projected organizational forms of work are applied to production more successfully when new facilities are being started up.

Work-team forms have made it possible to take a new look at the possibilities for workers to attend more than one machine tool in small-series and single-unit production. The practical experience of the team of milling machine operators in the oil circuit-breaker shop and the team of turret lathe operators in the main plant's first machine shop is instructive in this regard. When the milling machine operators of the oil circuit-breaker machine shop worked on an individual basis, the suitable set of parts and available equipment did not exist for organizing the worker's attendance of more than one machine. Organization of the team opened up those opportunities. The team leader himself groups the shift assignment of parts to be machined by workers attending more than one machine, he regulates the number of workers by shifts and thereby creates conditions for applying the method of multiple-machine attendance. At the present time between 10 and 15 percent of the list of parts assigned to the team are machined by workers attending more than one machine.

Turret lathe operators in the first machine shop have long used the work-team method of multiple-machine attendance. But further potential was found even here. After a new turret lathe with a faceplate diameter of 4.5 meters was introduced in a team whose size did not change (six operators and three helpers), labor productivity rose 43 percent from the beginning of the 10th Five-Year Plan.

One of the ways of increasing the efficiency of work done in teams is to make the teams larger: unifying small specialized teams in one and the same operation and small specialized teams made up of workers in different occupations; creating mixed teams on the basis of the number of workers in the entire section; unifying shift teams and switching them over to work by the start-to-finish method. For example, in the foundry a single mixed team has been organized from the four small specialized teams in the cast iron section. Bringing into one team workers in different occupations related to one another by production processes has made it possible to redistribute them as a function of the load at particular work stations, to replace absent team members, and to coordinate efforts in performing an assignment to meet a deadline.

When the association made the transition to the Shchekino method, the work-team form began to spread in the auxiliary services of the shops as well. Sixteen teams of repair mechanics, electricians and tool service workers have now been created at the main plant alone. All the teams work with fewer members than called for in the table of organization, and the team members receive a supplement for the vacant job slots in accordance with the regulation which has been approved. In the main plant as a whole the work of absent auxiliary workers is done in 60 production teams. Teams of piece-rate workers which also include hourly-rate workers are operating efficiently. For example, in the springs section of the automatic clamp shop a team consisting of 12 piece-rate workers and 3 hourly-rate workers is doing the work of 17 men. The team has also assumed the commitment of performing the functions of the heat treater and rigger.

It is more difficult to obtain output from teams made up exclusively of hourly-rate workers. When they are being organized, contradictions arise rather frequently in the shops between the anticipated final result of work and the rise in wages. A search is being made for ways of resolving them. For instance, repair mechanics work according to the plan for preventive maintenance, and as a rule this plan is fulfilled, bonuses are paid, but the downtime of equipment does not drop as the years go by.

The reason is that the wages of workers paid by the hour lagged substantially behind the earnings of piece-rate workers, and bonuses became a regular supplement instead of an incentive. In such a situation the introduction of supplements in accordance with the Shchekino method cannot essentially change the picture unless some sort of fundamentally new indicators are introduced for evaluating the work of repair personnel. We have therefore adopted plans to fix standards governing the actual downtime of equipment by shops and to relate them to the size of supplements payable to repair teams under the Shchekino method.

There is an inseparable connection between the organization of production and work-team organizational forms of work. In some cases improvement of the organization of production creates the organizational conditions for application of work-team forms, while in others it eliminates them. For instance, a mixed start-to-finish team consisting of springmakers, automatic machine operators and heat treaters was set up when a shop was being prepared for the manufacture of springs on the basis of its specialization in making springs and its performance of all the operations involved in making springs. Labor productivity rose 10 percent, and the quality of springs improved sharply. Remuneration was made on the basis of the final result--the set of springs. In another case bringing crane operators into a single shop for crane operation eliminated the organizational conditions for including crane operators in the production teams of shops.

At present most of the subsystems for management of production are oriented toward the individual form of organization of work. When the technology is developed, consideration is not given to the possibility of breaking down the production process and of cooperative work within the team, and that results in errors in determining standard times. Work norms are by and large set operation by operation, and a considerable number of job orders are filled out in connection with remuneration on the basis of the final results. Production operations are planned and output is recorded in machine sets, whereas it would be more suitable for the teams if planning were done in sets of parts or assemblies assigned to the team.

When the transition is made to work teams, it is best to consolidate standard operation times up to the level of planning indicators in terms of the final product (the set of parts, the assembly, the product), which considerably simplifies the keeping of records and reduces errors, eliminates the division of jobs into profitable and unprofitable, and makes it possible to considerably reduce the number of job orders and the time it takes to fill them out. For instance, the work done by a team of fitters in assembling one model of oil circuit breakers is paid for on the basis of two norms, instead of the 194 which were in effect before consolidation. The size of this effort can be judged by the main plant, where in 1979 the number of norms was reduced by 2,000 thanks to consolidation.

There are quite a few other problems arising in connection with the transition to work-team methods. At present differences in pension benefits are the principal obstacle to setting up mixed teams on the basis of the entire section in shops with harmful working conditions. If rayon financial agencies find that a worker entitled to benefits is employed in an operation with normal working conditions, then he is deprived of those benefits regardless of how much time he worked under those normal conditions. The keeping of records on time worked under harmful conditions has no legal basis. This problem obviously needs to be solved at the level of the State Committee for Labor and Social Problems.

Straightforward and scientifically sound recommendations on the size of the teams have not been worked out. At the present time groups numbering from 60 to 120 are being created at certain enterprises in Sverdlovsk. How is such a team to be managed, what sort of indicators are to be used in planning its performance, and what place will shift foremen have (after all, one needs to have between two and five foremen for this number of workers according to standards) in the management of such a section? In our opinion making teams too large tends to deform the management structures that have been adopted, to change the scope of the rights and responsibility of foremen, to break down the relations that exist in the management and support of production, and to overload team leaders with management functions.

There is no straightforward definition in the standard regulation on the production team and team leader, approved by the State Committee for Labor and Social Problems and the AUCCTU Secretariat in 1975 as to the sort of oversights in work for which the team leader bears responsibility. At their own discretion, then, enterprises in their plant regulations, assign the team leader responsibility both for safety techniques and also for nonfulfillment of the team production assignment.

But the team leader is still only a worker. The job slot of the team leader has not been introduced at machinebuilding enterprises, so that no changes are made in the worker's workbook when he is appointed team leader. Consequently, the previous employment contract remains in effect. The worker bears responsibility only for failure to observe work rules, nothing more. In certain plant documents various explicit conditions are stated for acceptance into the team (for example, acceptance only with the general consent of the members of the team), which is a deperture from labor legislation.

The problem of the limits on expansion of work-team methods at enterprises is a serious one. Industrywide and local authorities are issuing enterprises assignments for the percentage of workers formed into teams relative to the total labor force. There is a danger here that a formal approach will be taken unless the peculiarities of enterprises are taken into account. For example, at the main plant there are no organizational conditions for forming teams of workers employed in divisions and laboratories, the technical inspection division, nor crane operators, drivers and machinery operators--in all some 19 percent of the entire labor force. Moreover, within shops there is a sizable number of workers in various occupations who work on their own and workers doing jobs in various production sections who are not related to the other workers by the technological process or a common production assignment (carpenter, transport worker, artist, disinfection worker, saturator operator, and so on). Nor are work-team organizational forms acceptable for certain categories of workers (riggers, storeroom clerks, markers, and so on) who serve several production teams or sections at the same time. Thus according to our calculations a maximum of 75 percent of workers employed in shops and a maximum of 65 percent of the labor force of the entire plant can be organized into teams.

Of course improvement of the organization of production could bring about certain adjustments in our calculations: centralization of trucking within the plant will make it possible to create transport teams; consolidated shops and sections specializing in performing all the operations on a particular product make it possible to include in teams workers who previously could not be brought into the teams, and so on. But even under those conditions the number of workers employed in teams would hardly exceed 70 percent of their total number. It is not wise to create teams merely to report that it has been done. In our opinion it is more correct to work out industrywide norms (taking into account the specific nature of the enterprises). The principal criterion would be achievement of economic, social or psychophysiological benefit in making the transition from individual to collective organizational forms of work.

According to the association's plans, in the next few years all machine tool operators are to be formed into teams. Plans call for increasing the size of teams and substantially increasing the share of mixed teams. The transition to planning and recording the performance of teams on the basis of final results needs to be completed, cost accounting and--where the conditions allow--team subcontracting need to be introduced, and teams need to be organized for the support of production, and they would then be used as the basis for transition to centralized support of shops after the pattern of the Volga Motor Vehicle Plant. There is in short quite a bit of work yet to be done.

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Team Leader Description of System

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVO in Russian No 11, Nov 80 pp 56-59

[Article by V. P. Brezgunov, leader of the team of turret lathe operators in the machine shop of the main plant of Uralelektrotyazhmash: "The Team Means More Room for Initiative"]

[Text] The team brings people closer together; this is a close-knit collectivity in which the principle of all for one and one for all applies. I have been at the plant since 1954. The first team, of which I was a member, was created 20 years ago. In that time there have been two turnovers in its membership; some people retired, some quit; and there is only one worker besides myself left from the second set of members. It is evident that the teams should not be looked upon as something frozen hard and fixed once and for all.

There has even been a change in the team's production zone and in the amount of work done by each member. It all began with one machine operating on three shifts. Individual operation was always fraught with conflicts. After all, it is an objective fact that those working on the second shift produce less than on the first shift, and those on the third less than on the second. Very large workpieces are machined, the machining cycle is lengthy, and the workpiece cannot be removed from the machine. How is one to avoid reproaches: "We did more than you!"? The only way out is to work collectively. Gradually the number of machines attended has increased to four. Moreover, we asked them to give us the fourth even though it is located some 50 meters from the nearest of the other three, which means an additional effort. But we figured that the extra running around was worth it. Why? Because the team has substantially increased its output; labor productivity rose almost 50 percent during the 10th Five-Year Plan.

Traditionally the turret lathe has been attended by an operator and his helper, so four machines on two shifts required 16 men. We have only 10. This number is adequate because better use is made of machine time; we have stopped dividing jobs into profitable and unprofitable, and we have stopped trying to define the work of the operator and the work of his helper. While the machine is operating, the worker goes to another machine, examines its mechanical and electrical operation, calls the repair mechanic if necessary, collects shavings, and so on. The intensity of work has risen substantially. Whereas before anyone who had done his job could sit down and look on unconcerned on his neighbor's difficulty in setting up his machine, today something like that is simply impossible.

Work-team methods make it possible to revise the organization of production to a significant extent. For example, one can increase the size of the lot in which parts are produced. Sometimes it is possible to operate this way: if a part is complicated, if great efforts are needed to set up the work, we even briefly stop the other machines (no machine time is allowed), and all together we complete the setup.

It is not a large team, every man is important, and therefore the absence of just one man on the shift is felt, though not painfully. There are times when two men are absent at the same time, so that three men are working on the shift instead of five, but even then production does not suffer. Those who are left simply have to make a greater effort.

I am sometimes asked why people do not flee from this strenuous work and look for easier jobs? One answer is that one is paid according to his effort: the average wage of the operators is all of 370 rubles. In addition young people who come to us from school or from the army are frankly informed about the requirements and rights of members of the team. This promotes the allegiance of the members and stabilizes the group.

I should note that young people like it very much when they are told in advance about possible future prospects. Graduates from school are put in the first wage category, those coming from the armed forces in the second, we rarely hire them as apprentices. Then come years of study, the gathering of experience and the improvement of qualifications. One has to work for about 3 years to qualify for the third and fourth categories. Often people complain that the method of distributing wages within the team (in accordance with the coefficient of participation on the basis of labor, which is essentially a conventional category itself) does not stimulate improvement of skill categories. Actually it does.

Young people gain experience, but they also need theory. Possibly some young people have become tired of school, and they agree to study reluctantly, but the team needs theoretical knowledge, because production is complicated, and there is no escaping the mastering of the necessary theory unless one wants to leave the team.

Over the entire 20 years the team has fulfilled the assignments of 5-year plans ahead of schedule by activating unused potential (shifting products, reducing setup time and increasing the operating time of equipment, and so on) and because of the good morale and psychological atmosphere.

Aside from internal potential, there is also external potential which we also use. When necessary we make contacts with process engineers, designers and other shops through the foreman. We also communicate with the director: for example, to guarantee a flow of work. There have been cases when we were given the orders of other enterprises to fulfill the assignment after such a request. All of this ensures high productivity, a high level of the output-capital ratio and stable earnings.

The team in turn always helps its neighbors. Through the foreman they sometimes come to us with requests to make certain parts, and we fulfill these requests, sometimes even making shifts that are not advantageous to us. On the other hand we have an opportunity to stay ahead of our work.

The morale and psychological atmosphere are reinforced not only by organizational measures, but also by good relations in the team. We have no cases, for example, of anyone refusing to perform any assignment. It is like one big family. We do not allow possible conflicts to become aggravated. But this does not mean that all is sweetness and light in the team. In our team no one conceals violations. To be sure, for that reason there are few of them. Two or three times a month we meet to discuss current concerns, including mistakes--usually insignificant ones, for example, rejects, or being 15 minutes late. The man whose work was rejected promises that in future they will not come to him from the assembly section and demand that he do it over. The important thing is that our relations are authentically comradely. The high intensity of the work helps the time to go by, and there is no time left for conflicts, arguments or anything bad.

Of course 10 men mean 10 destinies, 10 different characters, 10 riddles every day. But it is satisfying to solve those riddles.

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LABOR

BONUSES BASED ON EFFICIENCY, QUALITY

Moscow SOTSIALISTICHESKIY TRUD in Russian No 11, Nov 80 pp 35-38

[Unsigned article: "Innovation in Bonus System for Industrial Workers"]

[Text] Systems for encouraging workers to achieve high results have an important role in the further rise of production efficiency.

The Communist Party is setting the task of making incentive systems more effective, of bringing about a situation in which every ruble paid in the form of a bonus yields a multiple return and motivates workers to be more energetic in seeking unused potential for economic growth, in improving product quality, in saving on raw materials, supplies and electric power in every way, and in making better use of everything our economy possesses. The documents of the party and government emphasize that the bonus is not an automatic supplement to the wage. Comrade L. I. Brezhnev, general secretary of the CPSU Central Committee, said in his address at the 15th Congress of USSR Trade Unions: "Concern about the prosperity of the workers does not mean being 'kindly grandfathers' to all the workers regardless of their contribution to social production. Everywhere the wage must be earned, every worker must feel his direct dependence on the contribution he makes to the production achievements of the collective."

The CPSU Central Committee and USSR Council of Ministers have ordered ministries, departments, associations, enterprises and organizations to bring bonus regulations now in effect into conformity with the new procedure for forming material incentive funds and the criteria for assessment of the performance of production associations (enterprises) envisaged in the decree of the CPSU Central Committee and USSR Council of Ministers entitled "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality."

As we know, the present Basic Regulations on Bonuses of Workers of Production Associations (Combines) and Enterprises in the Industrial Sector were adopted under a decree of the State Committee of the USSR Council of Ministers for Labor and Social Problems and the AUCCTU Presidium on 28 June 1977 on the basis of the instructions of the 25th CPSU Congress and subsequent decisions of the party and government. They enhance the motivation and responsibility of management personnel of enterprises for fulfillment of the assigned list of products and deliveries in accordance with contracts, intensify the orientation of the bonus system toward efficiency and quality and envisage the dependence of bonuses of management personnel on the strenuousness of plans and the smooth running of enterprises, and they state that if the plan for new technology is not fulfilled, the amounts of bonuses for management personnel based on the principal results of economic activity will be reduced by 50 percent. Limits were also set on the amounts of bonuses payable to management personnel, engineering and technical personnel and employees from the material incentive fund.

The following year (1979) there was an additional revision of conditions for payment of bonuses so as to take into account fulfillment of consumption allowances and assignments for conservation of fuel, electric power and thermal energy, plans for construction of projects being built on the basis of complete sets of imported equipment, and plans and measures related to environmental protection and adherence to norms and rules governing utilization of natural resources.

Experience has confirmed that the changes made have increased the role of bonuses as an incentive and the responsibility of personnel for performance, though in a number of organizations the progressive possibilities of the incentive systems were not fully taken advantage of because plans were not internally consistent, because material and technical supply was unsatisfactory, and because there was a lag in activation of new capacity.

Recently the USSR State Committee for Labor and Social Problems and the Presidium of the All-Union Central Council of Trade Unions, in agreement with the USSR State Committee for Science and Technology and guided by the decree of the CPSU Central Committee and USSR Council of Ministers dated 12 July 1979 and entitled "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality," adopted revisions of the Basic Regulations on Bonuses of Workers of Production Associations (Combines) and Enterprises in the Industrial Sector for the Basic Results of Economic Activity. The Basic Regulations on Bonuses were published in the 10th number of our journal for this year in a version that took into account the amendments.

What innovations have been made in the Basic Regulations on Bonuses of Workers?

First of all, changes made in the indicators governing formation of incentive funds were taken into account, and provision was made so that the principal indicators governing the awarding of bonuses to management personnel of enterprises would be (as in the formation of incentive funds) the rise of labor productivity and the relative share of products in the superior-quality category assigned for the given industry or another indicator of product quality, along with the indicator of the total amount of profit.

Now those indicators adopted for formation of the material incentive funds of enterprises in this sector are being applied in the awarding of bonuses. The peculiarities of particular industries have also been taken into account. As in the new regulation on formation of material incentive funds, note is taken that other quality indicators might also be used: conservation of physical resources, increasing the output-capital ratio and shift coefficient, and reduction of production cost. In certain light industries, the food industry, the meat and dairy industry and the fish industry the indicator used in the awarding of bonuses may be the growth of production of products in value terms (comparable prices), and in the extractive industries it may be output in physical terms.

To support the orientation toward consistent pursuit of the course of intensification of production, it is pointed out that in selecting bonus indicators in accordance with the indicators governing the formation of funds ministries, associations, enterprises and organizations should "guarantee that bonus systems have a greater role as an incentive in raising production efficiency and the quality of performance" (pursuant to the provision of Paragraph 59 of the decree on improving the economic mechanism). In the case of personnel of the administrative apparatus of the enterprise provision is made for the use of those indicators in the awarding of bonuses which are designated by the director of the association (enterprise) for those personnel, whereas previously they were subject to the same indicators as management personnel of the association (enterprise). This eliminates the discrepancy contained in the Basic Regulations: in production associations the indicators for the awarding of bonuses to administrative personnel are established by the association's director, but the director of the enterprise had not been granted that right.

Encouragement of Fulfillment of Deliveries Under Contracts and the Plan for Production of the Assigned Products List

As for deliveries, the document which has been approved preserves the same procedure (the size and payment of bonuses depend on performance of deliveries) which was previously defined. At the same time, there is now an instruction to the effect that ministries must gradually reduce the maximum proportions of underdeliveries of products; should they be exceeded, management personnel are altogether deprived of bonuses.

Experience has shown that under the present bonus system management personnel of an enterprise are deprived of bonuses for nonfulfillment of the plan for the assigned products list, which, though it is assigned by the government or USSR Gosplan, are used altogether or partially by the production associations (enterprises) for their internal needs. Now when plans for these products are not fulfilled, the head of the ministry or department can allow bonuses to be paid to the management personnel of the production association (enterprise) if deliveries of those products were made to other consumers.

Previously the Basic Regulations on Bonuses did not define accurately enough the requirements for the contents of the list of the most important products, which was assigned by USSR Gosplan, which had to be fulfilled if management personnel of production associations (enterprises) were to receive bonuses. Provision has now been made in connection with the awarding of bonuses to the management personnel of large production associations (enterprises), specifically those where volume indicators exceed by twofold or more the indicators of the first group based on remuneration of management personnel and engineering and technical personnel, the same procedure as established in 1979 for awarding bonuses to personnel of industrial associations is to be applied. There is the stipulation that the rigid requirement concerning mandatory fulfillment of the products list of USSR Gosplan to qualify for bonuses applies only to those products for which the association is the leading association (which means a product comprising more than 10 percent of the given association's volume of output).

The Period Whose Performance Is the Basis for Awarding Bonuses

In the Basic Regulations ... now in effect it is provided that workers are to be awarded bonuses on the basis of monthly or quarterly results. The head of the superior organization is granted the right to allow cumulative totals for bonus indicators within the quarter to be taken into account in awarding bonuses to personnel on the basis of monthly performance, and in these cases bonuses are paid for overfulfillment of indicators only on the basis of the results of performance for the quarter.

Now bonuses will still be paid on the basis of monthly or quarterly results, but under the decree of the CPSU Central Committee and USSR Council of Ministers on improvement of the economic mechanism (Paragraphs 59 and 3) these results are to be evaluated on the basis of the cumulative total from the beginning of the year. At the same time, it is important to create an incentive for those enterprises which because of failure to fulfill the plan, say, in the first quarter, do not manage to achieve fulfillment of the plan on a cumulative basis, but do fulfill the subsequent monthly or quarterly plans. In this case a portion of the quarterly bonus for the month (not to exceed 50 percent) may be paid.

Enhancement of Responsibility for Work Discipline

Pursuant to the decree of the CPSU Central Committee, the USSR Council of Ministers and the AUCCTU on strengthening work discipline and reducing personnel turnover, the Basic Regulations on Bonuses provides that the condition of work discipline must unfailingly be taken into account in awarding bonuses to team leaders, foremen, shop chiefs and other supervisors of subdivisions.

Withholding or Reduction of Bonuses When Plans Are Adjusted Downward

In precise conformity with Paragraph 30 of the decree of the CPSU Central Committee and USSR Council of Ministers on improvement of the economic mechanism, it is now provided that when plans are adjusted downward below their actual level of fulfillment, management personnel of associations, enterprises and organizations are altogether deprived of bonuses for the principal results of economic activity or they are reduced by at least 50 percent.

Inclusion of Supplements for Qualifications and Skills in Determining the Wage Against Which the Bonus Is Computed

Inclusion of supplements to wages and salaries for additional encouragement of the rise of labor productivity and improvement of qualifications necessitates a change in the procedure for determining the earnings used as the base for computing bonuses. This problem has been partially resolved in the Basic Regulations.... After the Shchekino method became widespread, it was provided that bonuses would be computed from the earnings of workers in engineering and technical personnel, including the supplement for combining occupations. Now, taking into account the experience of the Volga Motor Vehicle Plant, it has been decided to extend the same procedure to supplements for the occupational skill of workers with high qualifications and also to supplements paid to engineering and technical personnel and employees.

Ensuring the Necessary Correspondence Between Incentives Based on the Results of Socialist Competition and Those Based on the Results of Economic Activity

The Basic Regulations ... have issued an instruction to the effect that "it is also advisable to establish the dependence of the size of bonuses for the basic results of economic activity on the results of socialist competition among subdivisions, teams and individual workers."

Insufficient use of funds to award bonuses for the results of competition has been criticized at numerous conferences on socialist competition. Provision has now been made for differentiation of the size of bonuses based on the results of economic activity so as to take into account the results of competition and for use of the resources of the material incentive funds specifically allocated to award winners in intraplant competition.

Awarding Bonuses in Connection With the Work-Team Form of Organization and Work Incentives

In connection with the task which has been set of developing the work-team form of organization and incentives, which in the 11th Five-Year Plan is to become the principal organizational form of work, separate consideration has been given to the question of the procedure for awarding bonuses in work teams on the basis of the principles contained in the decree of the CPSU Central Committee and USSR Council of Ministers (Paragraph 54).

It is especially important at present that ministries and departments reflect in their industrywide regulations the revisions made in the Basic Regulations on Bonuses, increase sharply the attention they pay to bonus matters, enhance the responsibility of management personnel for proper administration of bonus systems, and make material incentives directly dependent on the actual contribution the collective and the individual worker make to increasing production efficiency and the quality of performance.

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EDUCATION

DEVELOPMENT OF MOSCOW HIGHER EDUCATIONAL SYSTEM

Moscow PLANOVOYE KHOZYAYSTVO in Russian No 11, Nov 80 pp 83-86

/Article by A. Dobritsa and V. Zuyev: "Comprehensive Planning of the Development of the System of Higher Education in Moscow"/

/Text/ The higher educational system in Moscow has historically been oriented toward the training of personnel for all sectors of the national economy and regions of the country. This trend survives even now, in spite of the fact that in recent times, especially during the period of the Eighth and Ninth Five-Year Plans, the network of higher educational institutions in the country was expanded considerably. During this period their number increased by nearly 100. Now there are universities in each union and many autonomous republics. The number of polytechnical, construction, transportation, medical and pedagogical institutes has increased. Owing to this the number of specialists graduated during 1965-1979 for the country as a whole increased from 403,900 to 790,000, that is, by 96 percent, while the number of graduates from Moscow higher educational institutions increased from 64,800 to 93,400, or by 43 percent.[1]

In the overall balance of the supply of the country with specialists the proportion of Moscow higher educational institutions during the indicated period decreased from 16 to 12 percent. This stems from the planned development of the productive forces of all regions of the country and from the bringing of the training of personnel closer to the place of their permanent residence and involvement in labor activity. But even now at the 76 higher educational institutions of the capital the training of personnel by specialties, for example, of industry and construction constitutes 14.9 percent of the all-union amount; art and cinematography--15.7 percent; transportation and communications—22 percent; economics and law--31.3 percent.[2] One specialist in five in the country in the field of metallurgy, electronic engineering, electrical instrument making and automation, radio engineering and communications, food processing is trained in Moscow.

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1. According to the data of "Narodnoye khozyaystvo SSSR v 1979 g." /The USSR National Economy in 1979/, Moscow, "Statistika", 1980, p 498; "Moskva v tsifrakh 1980 g." /Moscow in the Figures of 1980/ Moscow, "Statistika", 1980, p 174.

2. According to the data of "Narodnoye khozyaystvo SSSR v 1979 g.," p 502; "Moskva v tsifrakh 1980 g.," p 176.

The number of students at Moscow higher educational institutions has tended to increase steadily; in the past decade it has increased by 20,000, now amounting to 635,000. At the same time the contingent of correspondence students decreased by 20 percent, while the number of students studying in the day and evening divisions increased respectively by 30 and 10 percent. Many ministries and departments are continuing to increase the contingent of students even in those specialties in which personnel with a higher education are being trained at other higher educational institutions of the country.

The analysis showed that in the overall positive dynamics of the increase of the graduation of specialists by Moscow higher educational institutions, the leading ones in the country, trends adversely affecting the development of the Moscow higher school have begun to appear: training in nearly 50 specialties is being duplicated at several educational institutions; there are no strong, permanent ties between the institutes and the sectors of the national economy of Moscow; the extent of training in a number of specialties is not in keeping with the need for specialists.

The number of specialties and specializations at the higher educational institutions of the city is continuously increasing. In a number of instances this is justified, since it is connected with the appearance of new, advanced specialties which are needed by the sectors of the national economy. However, the proper work is not being performed on reducing the number of graduated specialists, the need for whom is declining. Many higher educational institutions are not coping with the task of completely meeting the demands of Moscow enterprises and organizations for personnel with a higher education in a number of specialties.

This can be easily seen from the following examples. Less than a third of the annual need of ministries and departments for personnel with a higher education is being met by the graduation of specialists in the field of power engineering, radio engineering, accounting, transportation, construction and others. For some sectors, for example, housing, municipal and personal services, the purposeful training of personnel is not being carried out at all. An especially acute situation has taken shape with the supply of personnel to public health institutions, where a significant number of positions of physicians of various specialties annually remain vacant. For some leading services of the Moscow City Soviet Executive Committee certified specialists have been appointed to only 20-50 percent of the positions subject to the appointment of personnel with a higher education.

For a number of years now the USSR Ministry of Higher and Secondary Specialized Education with the agreement of planning organs for many critical specialties has allowed the admission to the higher educational institutions of the city only of residents of Moscow and Moscow Oblast. However, difficulties caused by the unfavorable demographic situation, which limits the annual admission to higher educational institutions to 13,000-14,000 graduates of secondary school of the current year, have also been found here, while the annual need for young specialists of the enterprises and organizations of construction, transportation, housing and municipal service and others, which are subordinate to the Moscow City Soviet Executive Committee alone, is about 11,000. But a larger and larger number of requests for young specialists are being received from industrial enterprises and associations, several hundred scientific research organizations and a number of union and republic ministries and departments with their institutions.

In the solution of this problem the network of correspondence and evening higher educational institutions is also not fulfilling its role completely, since they are oriented mainly toward the training of specialists for other regions of the country, despite the fact that locally there are higher educational institutions which train personnel in these specialties. Thus, the All-Union Correspondence Institute of Soviet Trade has branches in Alma-Ata, Irkutsk, Kemerovo, Chelyabinsk, Khabarovsk and a number of other cities. At the same time in nearly all these cities there are institutes of the national economy which can train personnel in the same specialties.

At large Moscow enterprises and organizations the purposeful training of personnel with a higher education among young workers is not being carried out actively enough. Along with this the question of work in the specialty of the graduates of evening and correspondence higher educational institutions is becoming urgent: since their distribution is not being carried out, many of them work for a long time not in their specialty; the number of such specialists "finding their own position" is annually several thousand people.

Negative features are also appearing in the creation for students and instructors of the necessary conditions for studies and work. Despite the fact that in the past decade nearly 500 million rubles have been invented in the development of the material base of the higher educational institutions of the capital, the urgency of the problem of providing students with study and laboratory space and dormitories is not decreasing.

Of course, the work of Moscow higher educational institutions cannot be regarded only from the standpoint of the provision of the enterprises and organizations of the city with specialists. In speaking about improving the planning of the activity of the higher school in Moscow, first of all it is necessary to proceed from the priority of the all-union functions of the higher educational institutions of the city. But it is impossible to examine them in separation from the real state of affairs with the development of higher education both in the capital and in the country as a whole.

The principles of the performance of work on the planned management of the development of the higher educational system in Moscow are specified by the decree of the USSR Council of Ministers on the improvement of the planning of the comprehensive development of the national economy of Moscow, which assigned to the soviet executive committee the elaboration of drafts of the annual and five-year plans of the development of the national economy of the capital. Thus, the further improvement of the comprehensive planning of the development of the Moscow higher school is dictated not only by the need for the more precise determination of the main proportions and directions of its activity as a sector of the national economy of the city, but also by the tasks of implementing the aims of the party and the government at strengthening the combination of the sectorial and regional principles in the management of the socialist economy.

Within the framework of the drafting of comprehensive plans of the economic and social development of Moscow, on the basis of the requirements of the decree of the USSR Council of Ministers of 27 January 1978, "On Perfecting the Planning of the Training of Specialists and Improving the Use of Graduates of Higher and Secondary

Specialized Educational Institutions in the National Economy," the Moscow City Planning Commission with the participation of interested departments and organizations made a comprehensive analysis of the system of training of specialists with a higher education, which exists in the capital, and drew up recommendations on increasing the effectiveness of the activity of the higher educational institutions of the city and enhancing their role in providing the enterprises and organizations of the capital with personnel. These documents were approved by the Moscow City Party Committee.

In elaborating the proposals for the comprehensive plan of the development of the Moscow higer school there first of all arises the question of determining the national economic need for specialists which Moscow higher educational institutions should meet. This need is comprised of two main components--the need of enterprises and organizations of the city for specialists and the need of other regions of the country, which is met by Moscow higher educational institutions by way of the historically established territorial division of the "spheres of influence" of the higher school of the country. Whereas the sectorial approaches to the evaluation of the need for specialists have been worked out more or less in detail, its regional aspect has been elaborated considerably less.

The specific nature of local conditions from the point of view of the manpower resources, demography and prospects of the development of the city is virtually not taken into account in the indicators of the need which are elaborated by ministries and departments. Therefore, the collection of indicators of the need for Moscow, which were calculated and submitted by ministries and departments, makes it possible to evaluate only their own proposals from the standpoint of the development of the Moscow enterprises and organizations subordinate to them. The analysis of this material showed that each of the ministries proceeded from the prospect of a considerable increase of the number of workers in Moscow and the corresponding increase of the number of specialists. In this connection a number of refinements of the requests of ministries and departments with allowance made for the limits of the number of workers which were established for them for Moscow enterprises and organizations were required, which as a whole resulted in a decrease of the estimated need for specialists with a higher education by 10,000-15,000 annually.

Much work also had to be done on evaluating the long-range changes in the structure of the need for workers of one specialty or another, which is also connected with the inadequate knowledge of sectorial planning organs about the changes of the structure of the Moscow national economic complex which are incorporated in the plan of the development of the city--the correlations between the urban development and urban supply spheres, as well as between the sectors belonging to them.

The comparison of the extent of the need for specialists with their graduation from Moscow higher educational institutions made it possible to determine the desirable scale of their training in each specialty for the sectors of the national economy of the city. At the same time an analysis was made with respect to all the forms of instruction with allowance made for the number of Muscovites being trained, as well as the residents of Moscow Oblast (since the remaining contingent from out of town might not be included in the calculation of the meeting of the need of the city for specialists).

It is considerably more difficult to determine the indicators of the need of other regions of the country for specialists whose training should be carried out by Moscow higher educational institutions. Here the criteria are of a more mediated nature than in the first case. The estimation of this need can be made by several complementary means. The first means is the comparison of the degree of satisfaction of the need for personnel of each of the specialties for Moscow with the analogous indicators for the country as a whole. The results of the analysis are grouped with the singling out of the specialties which are plentiful for Moscow; which are in short supply for Moscow; which are plentiful for Moscow, but in short supply for the country; which are in short supply for Moscow, but abundant for the country.

The second means of estimating the need in question consists in taking into account and establishing the contacts of Moscow higher educational institutions which have formed in practice from the standpoint of interterritorial cooperation in the training of specialists and in light of the solution of major national economic programs (for example, the training of specialists at agricultural institutes for the needs of the Nonchernozem Zone and rail transport projects, for the construction and operation of the Baykal-Amur Main Rail Line and so forth). The consideration of factors of this type is achieved to a considerably greater extent by the methods of expert evaluation than with the use of quantitative indicators of the need.

As a result of the work performed data on the necessary scale of the training of specialists by Moscow higher educational institutions from the standpoint of the need of the country and the city were obtained, which is making it possible to determine the structure of the national economic need for specialists which the higher educational institutions of the capital should meet both with a breakdown by individual specialties and territorially.

The performance of this work involves the receipt, generalization and processing of a large array of information, since the data on the need for specialists for Moscow are submitted by more than 100 ministries and departments. From tens to hundreds of specialties are included in the requests. Therefore, nearly all the calculations are made using computers within the subsystem of the "Higher and Secondary Specialized Education" Automated System of Planning Estimates of the Moscow City Planning Commission.

As a whole the results of the analysis showed that for a large number of specialties, the need for which in the country is being adequately met, Moscow higher educational institutions are training specialists in excess of the need of the city itself. In some specialties the number of graduates exceeds the need of the city by 100 or more. At the same time about 50 specialties are in critical supply both for the city and for the country, while for some of them training is not being carried out in the city at all.

The work performed made it possible to draw a sound conclusion about the possibility, while retaining the all-union functions of the higher educational institutions of the city in the training of highly skilled personnel, of implementing measures on the planned improvement of the provision of the sectors of the national economy of the city with specialists by means of the redistribution of the scale of their training among specialties and educational institutions. Proposals on the long-term scale of the training of specialists with a higher education up to 1990 with a breakdown by ministries and departments with the distinction of the indicators of the day, evening and correspondence forms of instruction were drawn up on this basis. These materials are the initial materials when drafting the long-range plans of the development of each higher educational institution of the capital separately.

An important task of comprehensive planning is the coordination of the scale and structure of the admission of students (according to age, educational and social indicators) with the manpower resources of the city within the framework of the unified balances of the distribution of young people by types of instruction and labor activity. The problem primarily consists in the fact that the overall scale of the training of workers of various categories in the system of different forms of education (higher educational institutions, tekhnikums, vocational and technical schools) should be coordinated with the size of the contingents of young people present in Moscow.

The determination of the rational scale of the training of specialists for the needs of the city and other regions of the country is, in essence, a national economic "order" to the Moscow higher school. But the appropriate resources, and first of all resources of secondary school graduates, are necessary to fill it. It is possible to ensure the training of specialists for Moscow (just as for any large city) only when there is a specific number of young people (primarily for day instruction). Given the existing demographic situation, which is connected with the temporary decrease of the number of graduates from the secondary schools of the city, the need is arising for a detailed critical analysis of the structure of the potential contingent of secondary school graduates, first of all from the standpoint of the balance of the distribution of young people by directions of instruction and use in labor and from the standpoint of the unified plans of their general educational training.

The proportion of young people who after graduating from secondary school can be sent for training to higher educational institutions is the main component of the contingent of secondary school graduates. Further, the estimation among the secondary school graduates of the potential proportion of graduates of tekhnikums and vocational and technical schools who have the right to enroll in higher educational institutions in the day divisions, that is, the consideration of the direction and scale of continuity of the various forms of education: tekhnikum--higher educational institution; vocational and technical school—higher educational institution; higher educational institution—graduate studies and so forth, is necessary. The consideration of young people who previously graduated from the types of educational institutions mentioned and who are entering higher educational institutions from production or after military service, is also necessary. At present this category of young people accounts for 15-20 percent of the total acceptance to higher educational institutions. Serious work on considerably increasing this source for recruiting students for educational institutions is necessary.

The purposeful formation of the contingent of secondary school graduates with an overall decrease of its size is leading to a certain decrease of the competition and the possibility of recruiting students, but this is a consequence of objective circumstances, and therefore there is no other way in the next few years. Under such conditions special attention should be devoted to the training of young people before enrollment in a higher educational institution: a system of internal, correspondence and television courses; systematic joint work of higher educational institutions with schools, tekhnikums and vocational and technical schools from the standpoint of the vocational guidance of students and so forth. In Moscow all these forms of training are used extensively in the activity of the Council of Rectors of Moscow Higher Educational Institutions and are an important factor for ensuring the implementation of the comprehensive plans of the training of specialists.

The recruitment of the contingent of students from out of town at present does not involve such significant limiting factors. However, on the basis of national economic interests the number of people coming for training on the assignments of enterprises and organizations should increase in it. This will ensure the more purposeful utilization of the scientific and pedagogical potential of Moscow higher educational institutions in the interests of the development of the productive forces of other regions of the country.

Questions of the specialization of Moscow higher educational institutions and the overcoming of excessive parallelism in the training of personnel are assuming great importance in the comprehensive planning of the development of higher education in Moscow. In 1979, for example, training in a number of identical specialties was carried out at many higher educational institutions of the city. Thus, personnel were trained at 10 higher educational institutions of the city in the specialties of "Technology of Machine Building, Metal-Cutting Tools, and Instruments" and in "Computers" while they were trained in automatic control systems at 15 institutions. The dispersal of specialists among educational institutions and a different level of training of the specialists being graduated are the result.

The typing and specialization of educational institutions involve much work on the development of interdepartmental cooperation in the training of specialists and on the establishment of strong and lasting contacts between the higher educational institutions, enterprises and organizations of various departments, which is also called for in the proposals for the long-range plan of the development of Moscow higher educational institutions.

The improvement of the network and structure of correspondence educational institutions is an important direction of the work on the development of the Moscow higher school within the framework of the comprehensive plan. First, it is necessary to expand the training of specialists among residents of Moscow without leave from work. For this it is required not only to increase the acceptance of students, but also to bring the educational institutions closer to production by means of the organization of educational production courses and divisions of evening and correspondence training directly at large enterprises and organizations. Second, the elaboration of measures on the transfer of the subdivisions of Moscow correspondence higher educational institutions, which are located in remote regions of the country, to local educational institutions should be expedited. Owing to this the number of students, who come to Moscow for educational and laboratory sessions and for the accommodation of which newer and newer areas of dormitories are required, will decrease.

Along with this it is expedient for Moscow higher educational institutions to develop graduate studies rapidly, to use various forms of the training of doctors of sciences and the further training of instructors for other higher educational institutions. The problem of developing the material base of higher educational institutions requires the quickest possible solution. In the future the construction of educational and scientific centers for large higher educational institutions on the reserve territories within the forest park zone of Moscow is advisable.

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7807
CSO: 1828

EDUCATION

SPECIAL IDEOLOGICAL TRAINING AT BSSR STATE UNIVERSITY DESCRIBED

Minsk ZVYAZDA in Belorussian 12 Dec 80 p 2

[Article by A. Kotau, deputy dean of the Faculty of Social Professions, docent in the Department of History of the CPSU, Belorussian State University imeni V. I. Lenin: "'Second' Profession of a Specialist"]

[Text] FHP -- today these letters are familiar to every college student, for faculties of social professions [Fakul'tety Hramadskikh Prafesiy] have long been a regular part of life at higher educational institutions. Here future physicians, teachers, and industrial executives are helped to master a "second" specialty -- organizer of ideological indoctrination and mass cultural work with the public. This is an exceptionally important activity.

Having become acquainted with the draft "Principal Directions," which state that it is necessary "to step up measures to improve the quality of training of specialists and to improve their utilization in the nation's economy," I believe that one should also draw attention here to improvement in the work done by the social professions faculties at higher educational institutions.

Such a faculty was established at the beginning of the 1960's at the Belorussian State University imeni V. I. Lenin, when such faculties were not yet very widespread and lacked thoroughly elaborated curriculum and teaching methods. For this reason many problems had to be solved on the basis of one's own efforts, without reliance on somebody else's experience and know-how; it was necessary to overcome inertia, and even prejudice on the part not only of the students but also individual instructors, departments, dean's offices and public organizations.

Today the faculty contains 10 sections, with an enrollment of more than 700 students. In 15 years of operation, thousands of skilled experts in their area of specialization have been trained here. Lectures are presented by dozens of professors and instructors, as well as officials of party, Soviet and Komsomol agencies, the Znaniye Society, and cultural establishments.

Students receive theoretical knowledge in those areas not covered in the major departments. The program and curriculum also provide for practical application of this knowledge. Students enrolled in the lecturer-propagandist section -- a school for training young lecturers -- address the public during practice teaching and practical production activity, while serving in student construction detachments, during the farm work season, and during excursions to sites of revolutionary, combat and labor fame. Other students and graduates are sent on a teaching detachment assignment to patronaged schools and apartment building management offices to organize teenager groups.

We view as the faculty's principal function the fact that its classes help train and teach volunteer and Komsomol activists, those who, due to the nature of their activities, must perform lecture-propaganda, patron, mass cultural, and military-patriotic work. It is therefore not surprising that the functions of selecting students at the university are assigned to the Komsomol organization and that study in any of the sections is viewed as a regular Komsomol assignment. The Komsomol organizations of academic groups and faculties keep an eye on how the classes are conducted. The faculty's activities are analyzed and evaluated at rector's office and party committee meetings. We are given practical assistance by the social sciences department.

We place emphasis on further improving the quality of teaching in the sections and strengthening ties between the students' learning and their practical activities. In the last two years curricula at the faculty have been revised, refurbished or elaborated anew, a new section has been established -- for organizers of military-patriotic work, and the facilities of a number of other sections have been expanded. They have been beefed up with experienced instructors. For example, only those instructors who possess academic degrees and titles are engaged to conduct not only lecture but also practical classes in the subsections training lecturers on problems of CPSU domestic and foreign policy, as well as in other sections.

The experience of the university and a number of other higher educational institutions indicates, however, that a scattering of manpower and resources -- instructor personnel and material support -- has not yet been eliminated in the activities of social profession faculties. The result is a decline in the quality of training the students. It is high time to think about consolidating some of the sections of the faculties at different higher educational institutions in Minsk (and specialized secondary schools as well) according to the group principle. It would be expedient to concentrate training of lectums in the legal sciences at the Belorussian State University, students enrolled in the motion picture projector operators section at the Polytechnic Institute, artists and stage set producers at the theater arts institute, amateur talent activities organizers at the Institute of Culture, etc. It would seem that such organization of the activities of the faculties -- and not only Minsk higher educational institutions but also those in Brest, Gomel', Grodno, Vitebsk, and Mogilev -- would make their work more effective. Considerable difficulties in the operations of the faculties are presented by the fact that there is a lack of standard curricula and methods elaborations for training a number of specialists. Combining the efforts of higher educational institutions would eliminate these deficiencies.

Another serious shortcoming in the operations of our faculties is the fact that at the present time only a small percentage of students are enrolled, less than 10 percent at some higher educational institutions. The task is to ensure that every graduate acquire knowledge and skills in the conduct of sociopolitical work. Considering the actual capabilities of higher educational institutions and today's and particularly tomorrow's requirements of the working groups to which our graduates are assigned, we believe that it is high time to establish at the social professions faculties a number of new sections, including Komsomol and trade union work organizers, and training of patent specialists and translator-consultants. At the same time, this work should not become transformed into a chase after "gross," after quantitative indices.

Improvement in the quality of training students depends in large measure on the makeup of the instructors and their teaching skill. Unfortunately not all institutions assign the best instructors to work at these faculties. In addition, they are frequently changed. The principal way to improve the performance efficiency of these faculties is unquestionably to ensure that at each higher educational institution the rector's office, dean's offices, departments, party and Komsomol committees, and Znaniye Society organizations unify their efforts to offer comprehensive concrete assistance to the social professions faculties in organizing the teaching and indoctrination process and in transforming them into genuine schools of professional and civic conditioning and social development of future specialists.

But perhaps the most important of all problems is utilization of graduates of social professions faculties in production collectives. It is no secret that there are still many former students who received a "second," civic specialty at a higher educational institution who are not involved in lecture, propaganda and mass cultural work at the plants and establishments to which they are sent. These employers frequently are not even aware of the fact that a given new specialist, in addition to a college diploma, possesses a certificate of completion from a social professions faculty. Centralized -- with the involvement of the Belorussian SSR Ministry of Higher and Secondary Specialized Education and the Central Committee of the Lenin Young Communist League of Belorussia -- handling of the matter of proper utilization of social professions faculty graduates in work forces would unquestionably increase the effectiveness and social role of these faculties.

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CSO: 1800

PROBLEM OF STUDENT DROPOUT EXAMINED, SOLUTIONS SUGGESTED

Moscow SOVETSKAYA ROSSIYA in Russian 25 Dec 80 p 2

[Interview with Dean of the Psychology Department at the Leningrad State University imeni A.A. Zhdanov, Doctor of Psychological Sciences Professor A.A. Krylov, by V. Fedyakin: "Before Becoming a Student." Date of interview not given]

> [Text] To bring to light the reasons for student dropout means primarily to find reserves for further enhancing the quality of training for specialists for the national economy. The first stage of a study in which psychologists, sociologists and teachers participated was completed recently in Leningrad. The personal affairs of thousands of young men and women discharged from VUZ's during the past five years were studied, and mass surveys were conducted.... What is the idea behind combining scientific efforts in this direction? Which of the scientists' conclusions can be of practical assistance? The scientific leader of the study, the dean of the Psychology Department at the Leningrad State University imeni A.A. Zhdanov, tells us about this

[Question] Judging from the statistics, the present level of student dropout, which, moreover, "is tending to fall," is not a cause for particular alarm. In the institutes where you conducted your studies, Albert Aleksandrovich, those discharged scarcely made up more than four percent of the student body. A VUZ, evidently, is forced to rid itself of those who are remiss or incapable of coping with the study program?

[Answer] Student dropout is undoubtedly an undesirable phenomenon. During the five-year period, five of the large Leningrad VUZs alone, whose situation we analyzed in depth, discharged "ahead of time" about 8,000 young men and women. Suffice it to say that in a year the state spends more than 1,000 rubles to train and support each student in a daytime department. Being discharged from a training establishment is a psychological shock for a young person. We should try to achieve a situation in which virtually everyone who comes out top in the competitive examinations remains true to his choice.

Any secondary school graduate with a good school training is capable of mastering a college course. I am skeptical of talk about "difficult subjects" and I do not believe in the popular sayings like "I've passed the examination, now I can get married." Before examinations in physics and mathematics, psychotherapists recently worked with a group at the Technologic Institute of the Refrigeration Industry. As a result there were fewer failures. But whereas in another, control group more than half got a "2",[a failure grade] and they struggled for that, this does not indicate the abilities of the students but an obvious defect in the teaching and miscalculations in the organization of studies throughout the entire semester. The thinking really is not suprising: those that become students are the pick of the bunch, but the formulation of 80 out of 100 notices of dismissal is "academic failure" or "at his own request"; and the latter, incidentally, frequently covers the hopeless "tail-enders" in a number of subjects

And although it is difficult for us to claim new discoveries here (in recent years scientists have repeatedly interested themselves in the reasons for VUZ dropouts) the comprehensive research started on the order of the RSFSR Ministry of Higher and Secondary Specialized Education is making it possible to view the problem from different viewpoints and to isolate the basic factors that promote dropouts. When specialists compared the data obtained it became clear that given all the variety of motives for dismissal, in the main the institute does not dismiss students at random.

[Question] "At random"? Good certificates, outstanding results in entry examinations, public activity--are not these today's first-year students' attributes?

[Answer] The one does not exclude the other. And the medalist may turn out to be the failure. Among the sociopsychological factors affecting training successes in the final analysis, the first place is taken by the personal attitude, that is, the student's attitude toward acquiring the skills, knowledge and abilities essential for his future work. This attitude is manifest primarily in the motives behind the choice of profession. In his works on the school Karl Marx wrote that it--the choice--"is the kind of act that can destroy a man's entire life... and make him unhappy. Serious consideration of this choice is, hence, the first duty of a young person setting out on his life's road...." In order to predict VUZ dropout it is important to clarify what has led a young person to a particular faculty. The prestige of the degree? The opportunity for creative self-expression in the future? High salary? Or did he not succeed even here--"they advised me and I went"?

We asked these questions both of dismissed students and successful students. It turned out that among the former, those who chose their speciality without any kind of serious grounds predominated; among the latter, those who had consciously tried to think it through and dreamed of how they could best achieve their goal in reality, predominated. When you have a clearly defined aim you mobilize your efforts; you do not put the blame on "circumstances"; you are prepared to overcome difficulties. If you do not have such an aim, if your motivation is weak or defective, then the first failure can derail you. We were interested to find out what had attracted third-year students in the Mathematics-Mechanics Faculty at the Leningrad State University to their student life. "The opportunity to make an in-depth study of our chosen speciality" replied students from a group in which there had been no dropouts. Those in a group from which 10 had already been lost preferred "a broad circle of acquaintances and meeting with interesting people." Do you think they went to the library or attended lectures very often?

[Question] Probably not.... But can you really expect yesterday's schoolchildren, of whom there is a majority both among students and among the dropouts, to have a clear idea of their future profession?

[Answer] We must strive for this. VUZ officials offer organizational and methodological aid to the schools and other organs of people's education: they deliver lectures, offer counseling for the senior grades, lead study groups and exercise patronage over specialized schools and classes. The experience of this kind of interaction in professional orientation for young people is very important. At the same time, we see how little concern there is for its broad dissemination. Frequently this VUZ activity amounts to no more than agitation sessions and occasional propaganda in the press.

There are, of course, other forms of professional orientation. Our "small faculty," for example, gathers together about 100 students each year. Some of them affirm their desire to become psychologists, while others realize that this is not for them. It is precisely in the selection of the most prepared and spiritually mature applicants that the "small faculties" operate, not in coaching the students for the examinations. Unfortunately, by no means all new students have an opportunity to test their choice "for staying power." I think that the institutes of higher education should strive more persistently for "their own kind" of high school graduates.

Data from our research indicates that most young men and women who submit their applications to the VUZ's have learned about their future occupations from parents and friends. But do their relations always have an adequate idea about it? Frequently their information is no more than their own experience, and sometimes it is simply affectation--they want to see their son or daughter in the leading ranks of science. They prefer not to recall that the universities also train school teachers and psychiatric physicians to work for drug clinics--in a word, the "rank-and-file" specialists.

And if the student himself is not prepared for this kind of twist of fate he reacts to it quite painfully. Within the family and at the school desk the youngster must be prepared not for a make-believe but a real life that makes demands according to ability and gives labor its due. It was not by chance that the CPSU Central Committee Draft for the 26th CPSU Congress pointed to the need "to strengthen work on professional orientation for young people."

[Question] What can the scientists do for this?

[Answer] I shall speak, naturally, about what is closer to me as a specialist psychologist and faculty dean. Some years ago the staff and students of our faculty set up a psychology consultation service at an interschool training and production combine on Ostrov Vasil'yevskiy. The graduates, and no less importantly their parents, came increasingly often for counseling. Moreover, studies of the nearest schools revealed a suprising fact: nine out of ten seniors required the consultation service. For each person it is important to know which sphere of activity best suits the features of his character, emotional traits, level of intellect, type of nervous system and so forth.

[Question] Does that mean that as a young person graduates from high school several spheres of activity have been closed to him?

[Answer] Why? All roads are open. But by that time he is forming a quite stable personal potential that meets the requirements of a definite kind of occupation. Of course, there are qualities that are important for any VUZ graduate: a high level of knowledge, the habits of independent work, good intellectual capabilities, diligence, conscientiousness, responsibility. Each field of activity and specific profession, however, has its own requirements for the highly qualified specialist.

In my opinion, the time has come for the psychologists to examine every high school graduate: we should have as few failures as possible! Specialists can help young men and women to find the occupation that suits them by temperament and by ability, but if the choice is already made they must learn how to compensate for those qualities that work against their future profession and develop useful ones. Moreover, the student's "psychological profile," if we give it this status as is done for the health certificate, can be an invaluable aid to the administration and VUZ teachers in organizing the training and educational process.

Of course, this requires special training--particularly for the curators of student groups, whose duties include individual work with each student. Do not forget that this same professional orientation--a decisive factor in dropout--does not come to an end with the obtaining of satisfactory examination results. During his time of training the young person "shifts" more and more toward the profession, evaluates the pluses and minuses and is imbued (or not) with the social importance of the chosen occupation. Here, the wise and skillful support of a mentor is essential.

A dismissal notice is no substitute for concern to help the student adapt as quickly and as painlessly as possible to his new and unusual life in the VUZ. First year students have not yet learned the habits of constant and stepped-up intellectual labor essential for study at a VUZ, and he is not drawn in immediately to scientific and social work. This must all be taken into account when the new students arrive.

[Question] It is known, Albert Aleksandrovich, that social psychology can do much to strengthen a student collective. In Lithuania, for example, where specialists help the administration to establish the composition of training groups at the colleges, in many cases they succeed in setting up businesslike, creative links among the students.

[Answer] We also have this kind of experience. In fact, the psychological climate in a group, and hence, dropouts, depends on "character compatibility." The main problem is to make a correct determination of the informal leader of a training collective, using his authority and organizational ability for the benefit of study. Here it is by no means mandatory to count on the most "lively" or oldest student who has production experience, as is most often done. The former may not be distinguished by any businesslike qualities, and in the latter the difference in age and low success rate because of the gap in training may hinder the building of trust among the young people. And then there is the "dissenter." It is the psychologist who is best placed to help avoid this.

His assistance is essential also at the sessions. As is known, many students, particularly first-year students, are extraordinarily upset before the examinations and become acutely lacking in self-confidence. This shatters their nerves and leads to breakdowns. I know that at the Novosibirsk Electrotechnical Institute scientists are successfully dealing with these kinds of undesirable phenomena, arranging group and individual psychological counseling for the students and psychotherapy sessions in a specially equipped consulting room. Teaching young men and women self-training and self-adjustment methods is even more promising.

In combination with well thought-out training and organizational activity, all the above-mentioned measures could help to maintain student health, increase the level of success, and, I think, reduce dropouts by at least one-fourth. There is now a need (it is being felt in many educational institutions) to set up a special psychology services for higher schools. This is indicated also by the fact that one-third of the republic's VUZ's has already responded to the Leningrad State University's suggestion to hold a conference on this question in 1982. And this is understandable: in a developed society, as purely economic, material problems are solved the significance of the human factor increases. In the system of higher education, whose main task is the more complete satisfaction of the country's requirement for specialists, it is difficult to overestimate it.

9642
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EDUCATION

WORK OF RURAL SCHOOLS OUTLINED

Moscow UCHITEL'SKAYA GAZETA in Russian 10 Jan 81 p 2

[Article by L. Borisova, candidate of philosophical sciences, and N. Nonkin, candidate of economic sciences: "On the Work of Rural Schools"]

[Text] The draft of the Basic Trends of the CPSU Central Committee for the 26th Party Congress profoundly reflected the questions of the socioeconomic development of rural areas.

Quite a bit has been accomplished. Working conditions have been improved for kolkhoz members and sovkhoz workers, cultural, medical, and everyday services have been widely disseminated, and the universal secondary education of young people has been carried out.

This draft also specified the trends and means for increasing the efficiency of agriculture. The scientifically grounded future program for developing agro-industrial complexes provides for an increase during the 11th Five-Year Plan of farm production output by 12--14 percent, for an increase of labor productivity in communal farming by 22--24 percent, and an increase in the power-worker ratio in rural areas of 1.4--1.5.

Questions of social development were also profoundly reflected: provisions were made to increase the income of kolkhoz workers from communal farming by 20--30 percent, while at the same time conditions were specified for the further development of personal farms, improvements in the system of consumer cooperatives, kolkhoz markets, and commission stores to which the farmers can sell the produce from their own plots.

Leonid Il'ich Brezhnev, in defining the task of building communism in the country, has noted that it is necessary to bring rural workers closer to city-dwellers both with regard to the level of prosperity and with regard to cultural and everyday services, as well as with regard to the form and conveniences of life. "For our country, where many millions of people live in villages, this task is equally important and complex."

Also of particular importance is a non-productive sphere of the village--the rural school, which cannot cope with the solution of many problems. One of them--the problem of the demographic development of the village--is becoming acute for Western Siberia. The outflow of inhabitants from the rural areas is still intensive. Migration is approximately double the amount of the annual natural increase, although in various regions this process takes place unevenly.

But the implementation of the socioeconomic program for developing Western Siberia is possible, in the first place, under conditions of an accelerated scientific and technical progress and, in the second place, with a reduction in the excess migration. The solution to this problem also depends on guiding teenage boys and girls into agricultural work.

It must be emphasized that although most young people live in cities, it is precisely in the rural areas where half of them do not have a secondary education and do not continue their studies. Unfortunately, most rural vocational-technical schools do not provide secondary education.

Great prestige among the graduates of the eight-year schools is enjoyed by the technicums, where 20 percent of the rural children wish to enroll, but actually only 10 percent enroll there. During the next few years these figures will not change. Hence, the educational sphere of the village will be developed primarily by means of the vocational-technical schools and the senior grades of the rural schools. The following fact is interesting: during the first year after finishing school more than half of the rural graduates of Western Siberia leave their native villages, whereas the intensity of migration among graduates of the eight-year schools is considerably less. We must think about how to speed up the conversion of rural vocational-technical schools to programs of secondary specialized educational institutions. Guiding children into such a type of vocational-technical school is important for the further social development of rural areas.

We must take into consideration the fact that during the second half of the 1990's migration may exceed the inflow of graduates with a secondary education. The demographic echo of the lowered birth rate will be answered by a decrease in the absolute growth of skilled workers in rural areas.

Under conditions of universal secondary education the problem of the rural school and the rural school teacher becomes particularly important. According to our data, for example, the proportion of machine operators and skilled workers in rural areas by the year 2000 will increase to 60--77 percent, while the proportion of able-bodied persons having a secondary education will amount to only 36.4 percent. Thus, an "educational gap" will arise. Naturally, the attention of teenage boys and girls will be attracted to secondary vocational-technical schools, evening and correspondence schools, as well as other forms of instruction.

The forecasts of a decrease in the quotas dictate the need for an essential restructuring of the rural school and an improvement in the quality of its work. It is well known that every sovkhoz and large kolkhoz should have a secondary school. But in the upcoming decade the quota of pupils will be sharply curtailed, and this in turn will lead to a "thinning out" of the schools. Special measures are necessary to overcome this undesirable trend.

Studies carried out by Corresponding Member of the USSR Academy of Sciences T. I. Zaslavskaya have shown that migration is higher in those rural areas where there is no school. Among their reasons for moving into the city rural inhabitants set forth the motive of "education": the young people leave in order to study, and the adults leave in order to be together with their own children. But if the parents were convinced that their children were well set up in boarding houses, then the question would be resolved differently. In Novosibirskaya Oblast, for example, about 25 percent of the parents attempt to place theiruhildren in good-quality boarding houses attached to schools.

Favorable conditions for building large secondary schools (with several parallel grades) can be created in settlements which are developing as inter-farm centers. The decree of the CPSU Central Committee and the USSR Council of Ministers concerning rural schools (July 1973) permits the ispolkoms of the local Soviets of People's Deputies to combine the funds of enterprises and kolkhozes (with their consent) in order to build schools and boarding houses for pupils and apartment houses for the schoolteachers, while Gosbank USSR is permitted to grant long-term credit to the kolkhozes for such construction. This far-sighted measure also facilitates the development of the school network and the stabilization of teaching staffs, and it improves the conditions of their work and daily life.

We must not count on the fact that favorable conditions for rural schools will improve by themselves. Of course, it is fine when rayon and settlement Soviets concern themselves about rural schoolteachers. But in practice the pedagogues are still not always and not everywhere receiving the necessary aid. Far from all local responsible officials concern themselves to the degree necessary about the needs of rural educators and about the prestige of their profession.

As Leonid Il'ich Brezhnev has noted, the director of a school should still be reminded about his work.... "Party organizations should create around the teaching staffs such an atmosphere that every teacher should see from the viewpoint of public-mindedness a constant readiness to come to his aid, in a comradely, well-disposed way, and enter into his concerns with a knowledge of the work. For the teacher the doors must always be open to the representative of the Soviet authority, as well as to the kolkhoz representative and to the Party or Komsomol Committee. He must be a person who is welcomed everywhere."

/The rural schools must have more privileges with regard to being suppied with technical media, textbooks, instruments, and automatic equipment/ /in boldface/. It is also necessary to accord primary concern to the rural schoolteacher--he has particular functions in a rural area.

Sociologists, in particular, propose that a number of socioeconomic measures be carried out to strengthen the teachers in the village, as well as physicians those in charge of kindergartens, coaches, etc. /It is feasible to introduce wage bonuses for uninterrupted periods of work in the village, to grant the rural intelligentsia more frequent travel passes to sanatoriums and rest homes, as well as free travel to the place of rest and recreation, and to improve the supply of foodstuffs and industrial items./ /in boldface/. Such measures are in effect on certain sovkhozes and kolkhozes but not everywhere. The members of the rural intelligentsia are frequently in a less advantageous position than their urban colleagues. And the society must compensate for this, as has been demonstrated by Corresponding Member of the USSR Academy of Sciences T. I. Zaslavskaya and other scholars of the Siberian Division of the USSR Academy of Sciences.

The rural school is becoming a leading factor in social progress. Its role in overcoming the existing differences between the city and the village will increase even more with the rise of the level of educational work and that of the effectiveness of educating a universally well-rounded individual personality.

2384
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EDUCATION

DATA FOR 1979-1980 SCHOOL YEAR

Moscow VESTNIK STATISTIKI in Russian No 12, Dec 80 pp 71-72

[Statistical data for the capitals of the union republics and for cities with a population greater than 1 million people; tables 7 and 8]

[Excerpts]

Statistical Data for the Capitals of the Union Republics and for Cities with a Population Greater than 1 million people
Moscow VESTNIK STATISTIKI in Russian No 12 Dec 80 pp 71-72

7. General Education Schools at the Beginning of the 1979/80 Academic Year

	Number of Schools	Pupils in Them, in Thousands of People	Number Who Graduated from Eight-Year General Education Schools in 1979, in Thousands of People	Number Who Graduated from Secondary General Education Schools in 1979, in Thousands of People
USSR	147,244	44,412	4,536	4,030
Including, by city:				
Alma-Ata	176	131	12	12
Ashkhabad	65	53	5	3
Baku	383	270	29	23
Vilnius	81	70	6	6
Gor'kiy	211	165	15	15
Dnepropetrovsk	171	142	13	14
Donetsk	184	131	13	14
Dushanbe	114	89	9	6
Yerevan	211	161	15	11
Kazan	169	127	12	14
Kiev	301	279	23	26
Kishinev	81	65	5	5
Kuybyshev	200	152	14	16
Leningrad	630	473	44	37
Minsk	183	176	16	17
Moscow	1,186	840	81	75
Novosibirsk	228	170	14	10
Odessa	139	125	11	11
Omsk	184	139	13	14
Perm'	157	124	12	
Riga	143	105	9	[illegible]
Sverdlovsk	202	160	15	15
Tallinn	73	62	5	4
Tashkent	320	291	28	23
Tbilisi	215	172	16	15
Frunze	84	74	7	6
Khar'kov	190	173	15	16
Chelyabinsk	175	140	12	11

8. Higher and Secondary Special Educational Institutions at the Beginning of the 1979/80 Academic Year

	Number of Higher Educational Institutions	Students in Them, Thousands of People	Number Who Graduated from Higher Educational Institutions in 1979, Thousands of People	Number of Secondary Special Educational Institutions	Pupils in Them, Thousands of People	Number Who Graduated from Special Secondary Educational Institutions in 1979, Thousands of People
USSR	870	5,185.9	790.0	4,358	4,646.5	1,253.3
Including, by city:						
Alma-Ata	15	84.8	12.2	16	26.6	6.7
Ashkhabad	5	26.3	4.3	14	18.2	4.8
Baku	13	86.3	14.6	27	41.7	11.9
Vilnius	6	32.5	4.9	15	19.8	5.6
Gor'kiy	10	63.2	9.6	25	42.2	10.9
Dnepropetrovsk	8	59.1	9.5	29	37.9	11.1
Donetsk	5	43.3	7.3	21	30.5	8.2
Dushanbe	7	41.7	6.4	13	18.3	5.0
Yerevan	11	53.1	9.8	26	29.4	8.8
Kazan	11	66.1	10.0	20	27.3	7.7
Kiev	18	147.6	24.6	41	61.3	17.4
Kishinev	6	41.0	6.2	16	23.4	7.0
Kuybvshev	10	61.9	9.5	28	40.3	10.4
Leningrad	41	282.0	41.5	88	112.9	29.6
Minsk	14	95.5	16.6	23	34.9	9.7
Moscow	75	634.0	93.4	138	206.5	55.5
Novosibirsk	14	83.5	12.5	36	40.3	10.3
Odessa	15	86.1	14.1	25	35.0	10.2
Omsk	10	50.1	7.1	29	34.4	10.2
Perm'	7	49.3	7.8	20	23.7	6.4
Riga	7	35.4	5.0	21	26.8	7.3
Sverdlovsk	14	86.4	12.9	34	47.8	12.6
Tallinn	4	13.8	1.9	12	13.5	3.1
Tashkent	19	144.5	22.4	33	50.6	12.8
Tbilisi	11	65.9	10.6	25	21.0	6.1
Frunze	8	44.4	6.6	13	22.6	6.0
Khar'kov	20	128.5	20.6	37	54.7	16.1
Chelyabinsk	7	43.6	6.5	24	32.1	8.6

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MANPOWER PROBLEMS RELATED TO RURAL WAY OF LIFE

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[Review by V. Perevedentsev, candidate of economic sciences, of the book "Obraz zhizni sel'skogo naseleniya (metodologiya, metodika i rezul'taty izucheniya sotsial'no-ekonomicheskikh aspektov zhiznedeyatel'nosti)" by R. V. Ryvkina, Nauka, Sibirskoye otdeleniye, Novosibirsk, 1979, 352 pages]

[Text] The way of life has become an extremely popular topic of scientific research in recent years. A large number of papers and books have been published. The way of life as a category is now being energetically worked on in the fields of philosophy, political economy, ethics, psychology, pedagogy, esthetics and ethnography, but so far there has been little empirical sociological research. Yet practice has an acute need for reliable knowledge on the way of life of various categories of the population, since improvement of the way of life offers a substantial potential for the country's economic and social development. Many researchers decline to analyze the empirical data, and when such analyses are made, the level is often not up to the present-day requirements of science and practice.

R. V. Ryvkina has set herself two interrelated tasks: characterization of the present state of the way of life of the rural population of Western Siberia and discovery of methods of obtaining reliable knowledge on the way of life. In other words, she has attempted to link the concrete sociological pattern of the rural way of life to development of the methodology and methods of studying it. In our view this attempt has been successful, and the author has managed to perform the tasks she set herself.

The book consists of four sections comprising 12 chapters. The first section is devoted to the methodology and theoretical conception of research, the second to research methods, the third to analytical description of the rural way of life (description of its individual components), and the last to a synthetic description of the rural way of life, i.e., a description of the rural way of life as a whole. The book's outline is logical and fully suitable to the tasks of the study. In each section and chapter theoretical principles are backed up with actual data. This interpenetration of theory and empirical analysis is a distinguishing trait of R. V. Ryvkina's monograph.

The author furnishes straightforward definitions of the terms used in the study, which eliminates the possibility of interpretations associated with a different understanding of one and the same terms. To be specific, by the way of life of the rural population she means "the system of types of activity people perform, which is determined by the external environment and the peculiarities of the population of the village itself as a separate community" (page 30). R. V. Ryvkina includes in the "set of types of activity" singled out in the socialist way of life: socialist labor, forms of activity related to everyday life, tasks in the family, the bringing up of children, sociopolitical activity in production collectives, social organizations and government agencies, activity aimed at improvement of education and qualifications, and activity in the sphere of culture, recreation and entertainment (page 31).

The entire book is typified by skillful and consistent use of systems analysis. For instance, in Chapter 3, which is entitled "Social Mechanisms for Formation and Development of the Way of Life of the Rural Population," the rural way of life is examined in the system of advanced socialist society as a whole and also in the "urban--rural" and "rural" systems. In the next chapter the rural way of life itself is examined as a system in itself, and the functional relations and "relations of interaction" among its components are established.

The structure of the way of life of the rural population as a system in its own right is graphically represented (pages 80-81), which makes it considerably easier to study the very complex interrelations whose investigation is the essence of systems analysis. The following components of the rural way of life are distinguished: work in social production, work in personal subsidiary farming, household activity, educational activity, leisure, and civic work. A functional description is given of each component, i.e., the set of functions which the given component performs is defined. Work in social production turns out to be the most universal activity.

But the set of functions of each type of activity is inadequate to describe the components of the way of life. The author introduces into the analysis six characteristics of each type of activity which are used to create a more varied idea of the components of the way of life: content of activity, duration, schedule, conditions, place, and value to the subject (pages 88-89). A great deal of space is given in the book to investigation of the interrelations among the different aspects of the way of life.

Three chapters are devoted to research methods; they examine conceptual indicators of the rural way of life, the data base of the study and the procedures of analysis and synthesis in studying the rural way of life. The monograph is based on data obtained as the result of two social-statistical surveys of the rural population in Novosibirskaya Oblast conducted in 1972 and 1975. The data were gathered by a team of the urban and rural social problems sector of the Institute of the Economics and Organization of Industrial Production of the Siberian Department of the USSR Academy of

Sciences. Descriptions are given of the sample and the methods of studying it, the instruments used in taking the survey, and the peculiarities of collecting the information.

More than half of the book is devoted to a specific description of the rural way of life in which a particularly large amount of space is devoted to work.

Usually the sphere of work is studied in sociology by establishing the degree of satisfaction with work and motivation of this satisfaction (or dissatisfaction), and also by ascertaining the purpose of changing an enterprise, job or occupation (or the lack of such purpose). That is how it was done in this study as well. Factual data of great importance from the practical standpoint are given in the book. The analysis made of the points of dissatisfaction showed that job dissatisfaction is mainly related to the difficulty of the work, the pay, the working conditions, the schedule, and the organization, and to a considerably lesser extent to the content of the work. Discrepancy between the job and the worker's specialty, the job's lack of creativity, the absence of conditions for growth and promotion--none of these cause as great dissatisfaction with the work (page 167). It is interesting to note that among urban plant workers, as shown by surveys, the creativity character of work is on the contrary highly valued.

One group of agricultural workers were dissatisfied because of the schedule. The author rightly notes that within the set of problems pertaining to the work schedule, the problem of days off and vacation is probably the most acute for the rural population. On the other hand rural life today is typified not only by the high work load, but also by the underemployment of the workers resulting from the seasonal pattern of work and the abundance of free time in the winter. It is an essential peculiarity of rural life that the places for the use of labor and opportunities for changing jobs are limited, and this, in the opinion of the author of the book, is one of the reasons for the development of pendulum migration.

At the same time, as the book notes, on the whole the attitude of rural workers toward their work is favorable. On the basis of their own statements, farm work has a high value for them because this is work out in the open and is less hurried than in the city. An important role is played by habit, by attachment of many generations of rural inhabitants to that work, and by the adaptation of the entire system of rural life to that work. As the author writes, then, a critical analysis of rural work given from normative positions needs to be corrected so as to take into account the rural population's system of values (page 178).

Evaluating the significance of work in the system of the rural way of life, R. V. Ryvkina emphasizes that its basis is work in social production. At the present time the prospects for urbanization of the rural way of life are directly dependent on the pace of industrialization of agriculture (pages 176-177).

The book offers a very interesting multidimensional typology of workers with respect to the character of their work activity, in which the type of work (physical, mental), the level of skill and the work schedule are taken into account (pages 232-235). In the last section the structural relations of the rural way of life are studied: among the components of the way of life and between the way of life and its external factors. The monograph identifies types of the way of life and distributes the rural population among those types. The typology of the rural way of life must be taken into account in conducting practical measures to improve it; the development of agricultural production and of rural areas as a subsystem of Soviet society will depend in large part on those measures.

The monograph under review is a serious piece of research which will be useful to all those studying rural problems and interested in systems research.

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